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**Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance**

# Safety and security of humanitarian personnel and protection of United Nations personnel

## Report of the Secretary-General

*Summary*

The General Assembly, in its resolution 66/117, requested the Secretary-General to report to it at its sixty-seventh session on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. The present report provides an update on the safety and security of United Nations personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations contained in resolution 66/117 that fall under the Department's responsibility.

The report describes the measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of a modern professional security management system that ensures the safety, security and well-being of personnel, the security of United Nations premises and assets, thus enabling the conduct of United Nations activities.

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# I. Introduction

1. In its resolution 66/117, the General Assembly requested the Secretary-General to submit to it at its sixty-seventh session a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. The present report provides an update on the safety and security of humanitarian personnel and protection of United Nations personnel over the past year, and on the efforts of the Department of Safety and Security to implement the recommendations contained in resolution 66/117 that fall under its responsibility.

2. The present report contains a detailed analysis of security incidents that affected United Nations personnel[1] in the calendar year 2011 and compares the data, where applicable, to those for 2010 and previous years. Moreover, the report provides information on security incidents in the first six months of 2012. Such analysis presents a clearer picture of the threats that the United Nations system faces as it delivers its mandates and programmes, including humanitarian assistance.

3. The report describes the measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of building a modern professional security management system that supports designated officials and security management teams worldwide to enable the conduct of United Nations programmes and activities.

# II. Security challenges and threats against United Nations and associated personnel

4. Threats against humanitarian and United Nations personnel continued to rise during the period under review. Amid heightened threats against the United Nations, the bombing of the United Nations office in Abuja in 2011 marked the single most serious event in the reporting period. In that incident, a suicide bomber attacked the United Nations House in Abuja on 26 August 2011, killing 23 people and wounding over 100. Thirteen United Nations personnel[2] and 10 non-United Nations persons lost their lives, and 77 United Nations personnel were injured.

5. Meanwhile, the Organization continues to carry out its mandated activities and programmes based on a strategic vision that focuses on "how to stay" and deliver mandated programmes. As such, United Nations and associated personnel continued to operate in 2011 and the first half of 2012 in various areas considered as high-threat locations, including both conflict and post-conflict environments. Member

[1] For the purpose of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in Department of Peacekeeping Operations or Department of Political Affairs-led missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

[2] Eleven United Nations personnel lost their lives in the immediate aftermath of the bomb blast; two more died after having been medically evacuated. At least 125 United Nations and non-United Nations persons were injured in the attack.

States and populations around the world continue to expect United Nations and associated personnel to be present in crisis situations, natural disasters or political upheavals. These situations often result in dire humanitarian consequences which call for a United Nations presence.

6. At the same time, there continued to be an erosion of respect for the work of the United Nations system and humanitarian organizations. Violent attacks on civilians, including humanitarian workers, and acts of extremism continued to hinder or delay United Nations programmes which aim to provide humanitarian assistance, enhance development, build State institutions and support political transition or post-conflict peace consolidation. Still, dedicated personnel continued to do their best to carry out programmes designed to help civilians in distress. Despite new challenges and threats, the United Nations security management system[3] continued to refine its operational and policy frameworks to meet the demands for increased United Nations operations in a larger number of dangerous locations.

## A. Personnel affected by security incidents in 2011

7. During the reporting period, the Department of Safety and Security and the United Nations security management system continued to enhance information collection on and analysis of security incidents affecting United Nations personnel. Accurate information analysis remains essential to drawing reliable conclusions on the security challenges facing the United Nations.

8. Currently, the United Nations security management system is applicable for over 150,000 personnel in more than 187 countries. Some 30,000 United Nations personnel serve at headquarters locations[4] and more than 120,000[5] serve in non-headquarters duty stations, including field offices. In 2011, the Department of Safety and Security and the organizations of the United Nations system launched a significant security incident reporting system to enhance information collection and analysis of security incidents that affect United Nations personnel. The reporting system, designed to be integrated with geographic information systems, provides for a standardized way to record security events separately from the recording of the impact of the event. It provides an overview of events affecting United Nations personnel, premises, property and programmes worldwide.

[3] The United Nations security management system includes all organizations of the United Nations system, as well as those non-United Nations entities that have a memorandum of understanding with the United Nations on security management.

[4] For the purposes of the present report, "headquarters locations" are defined as the headquarters of the organizations of the United Nations system that are members of the United Nations security management system.

[5] The numbers for United Nations personnel are derived from the statistics of the organizations in the United Nations common system.

9. Some of the main findings from the analysis of reported significant security incidents[6] in 2011 are as follows:

(a) Of the 150,000 personnel in the United Nations system, 1,759, or 1.2 per cent, were affected by significant security incidents in 2011, compared to 1 per cent in 2010 and 2009;

(b) A total of 70 United Nations personnel lost their lives in significant security incidents, compared to 24 and 45, respectively, in 2010 and 2009;

(c) Twenty-six personnel lost their lives as a result of violence and 44 were killed in safety-related incidents, compared to five and 19 in 2010 and 31 and 14 in 2009;

(d) A total of 311 personnel were injured in significant security incidents (compared to 232 in 2010 and 190 in 2009), 145 as the result of violence and 166 in safety-related incidents;

(e) Among the 44 personnel killed in safety-related incidents, 31 died in three aviation accidents, 10 as a result of road traffic accidents and three in workplace accidents (or occupational safety accidents);

(f) Of all United Nations personnel affected by security incidents, about 98 per cent were based in the field.

10. Some of the main conclusions to be drawn from the analysis of these significant security incidents are as follows:

(a) Contrary to 2010, when crime was the primary cause of death and injury from violence against United Nations personnel, in 2011, acts of extremism were the primary cause of 50 per cent of deaths and 60 per cent of injuries, with the majority of deaths and injuries caused by a single extremist attack on the United Nations common premises in Abuja on 26 August 2011;

(b) Contrary to 2010, when road traffic accidents were the primary cause of death from safety-related incidents, in 2011, 70 per cent of safety-related deaths were caused by aviation catastrophes;

(c) More locally recruited United Nations personnel were affected by security incidents than internationally recruited personnel. Of the 26 personnel killed by acts of violence, 19 were locally recruited while seven were internationally recruited. However, these figures reflect the greater proportion of locally recruited staff members, compared to internationally recruited staff members, in the total number of United Nations staff members;

(d) Female United Nations personnel were more affected by robberies and sexual assaults than their male counterparts.

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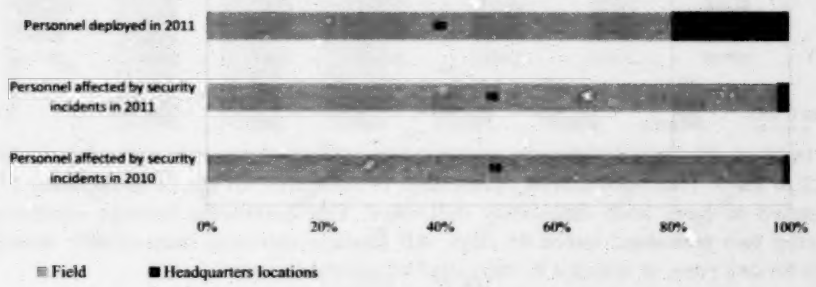
[6] In the present report, "significant security incidents" are reported incidents that adversely affect the United Nations operating environment in a significant way, including robberies, aggravated assaults, acts of intimidation and harassment, crimes against residences, arrests and detentions and safety-related incidents, such as road traffic and aviation accidents. Minor security events affecting United Nations personnel on a daily basis, involving, for example, lost and stolen identification documents or petty larceny, are not included. See annex I for details of all significant incidents.

## 1. Significant security incidents affecting United Nations civilian personnel

11. In 2011, approximately 1,759 United Nations personnel, about 1.2 per cent of all United Nations personnel, were reported to have been affected by significant security incidents. Of those affected, 98 per cent were in the field and two per cent at headquarters locations (see figure I).

Figure I
**Distribution between headquarters and field locations of personnel deployed and personnel affected by security incidents worldwide**




12. More than half of all personnel affected by security incidents were engaged in activities directly related to their official functions when the incidents occurred.

## 2. Critical security incidents caused by violence

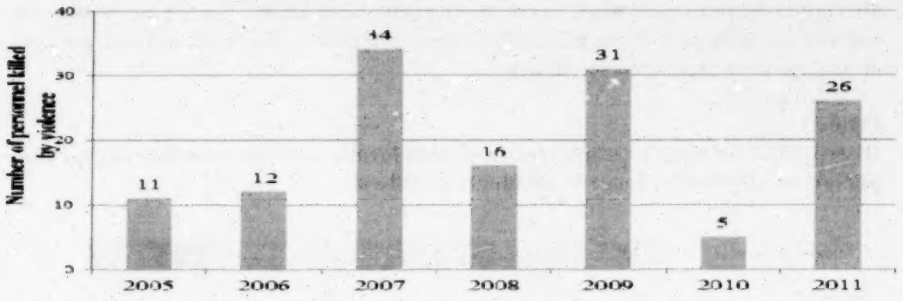
13. Of the 1,759 United Nations personnel involved in significant security incidents in 2011, 22.8 per cent (402) were affected by critical incidents, i.e. those resulting in death, injury or abduction. This represents an increase in the number and percentage of United Nations personnel affected by critical security incidents for the past two years, with 18.6 per cent (268) for 2010 and 17 per cent (257) for 2009.

14. In addition to the attack on the United Nations common premises in Abuja, three United Nations personnel were killed during the violent mob attack on the office of the United Nations Assistance Mission in Afghanistan in Mazar-i-Sharif on 1 April 2011. Four internationally recruited contractors were also killed in that attack.

15. These incidents reflect the continuing vulnerability of United Nations premises to violent and deliberate attacks by extremist elements. They underscored the continuing need to enhance the protection of United Nations premises and to take further action to reinforce and supplement the capacity of host countries.

16. While the number of United Nations personnel killed by violence in 2011 (26) represents a considerable increase over the number for 2010 (5), it is lower than the number for 2009 (31). The number of personnel killed by violence from between 2005 and 2011 is shown in figure II.

Figure II
**Personnel killed by violence (2005-2011)**




### 3. Abductions

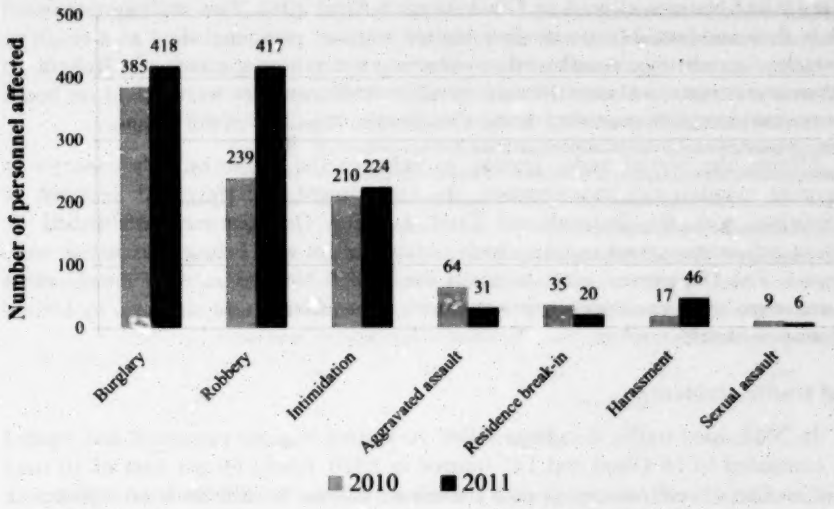
17. In 2011, 21 United Nations personnel were abducted, compared to 12 in 2010 and 22 in 2009. These abductions occurred in 14 countries. Of the 21 abductions, 17 are known to have been financially motivated. One protracted hostage situation involving two personnel lasted 45 days. All hostage incidents successfully ended except for one case, in which a hostage died of natural causes.

18. The Department of Safety and Security continued to enhance its standby capacity and policy on hostage incident management. In the current reporting period, the Department, in cooperation with partners in the United Nations security management system, developed policy and guidelines on hostage incident management that came into effect on 14 April 2012.

### 4. Other incidents of violence

19. United Nations personnel were affected by violence that did not result in death, abduction or injury. In 2011, 417 personnel were affected by robberies, 20 by break-ins to their residences and 31 by aggravated assault. In 2011, 224 United Nations personnel were subject to acts of intimidation and harassment. For most categories of violent incident, except for aggravated assaults, residential breaks-ins and sexual assaults, the number of incidents occurring that did not result in death, abduction or injury rose in 2011 compared to the previous year. Figure III shows the number of personnel affected by various types of security incidents that did not result in injury, abduction or death in 2010 and 2011 (see annex I for more details).

Figure III
**Number of United Nations personnel affected by security incidents not resulting in injury, abduction or death (2010 and 2011)**

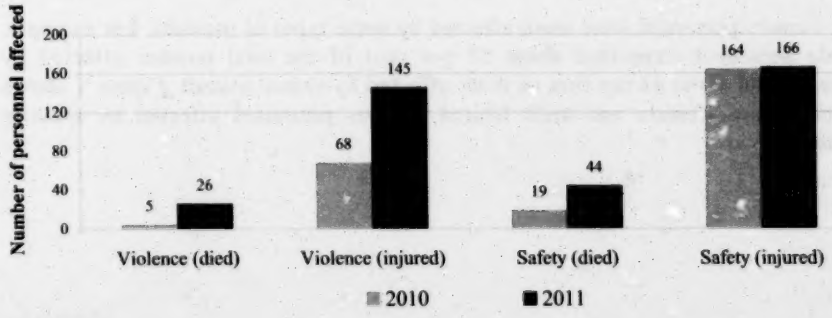



## 5. Safety-related incidents

20. In 2011, 44 personnel lost their lives and 166 were injured in safety-related incidents. These numbers indicate that more United Nations personnel were killed and injured in safety-related incidents than by acts of violence. Of the total deaths caused by safety-related incidents, aviation accidents caused 70 per cent (31), road traffic accidents, 22 per cent (10) and workplace accidents, 6 per cent (3). Aviation accidents thus became the primary cause of safety-related death of United Nations personnel in 2011. Of the total number of injuries caused by safety-related incidents, road traffic accidents accounted for 84 per cent (141) and workplace safety incidents accounted for 15 per cent (25).

21. Figure IV compares the number of personnel killed and injured by acts of violence and in safety-related incidents in 2010 and in 2011.

Figure IV
**Violence versus safety-related incidents (2010 and 2011)**



### 6. Aviation accidents

22. In 2011, 31 personnel lost their lives in aviation accidents. Of these, 25 United Nations civilian personnel, including the crew, lost their lives as a result of the crash of the United Nations aircraft in Kinshasa on 4 April 2011. Two military personnel died in that accident. Moreover, four United Nations personnel died as a result of the crash of a military aircraft while conducting a monitoring mission in Bolivia. In another accident, two United Nations civilian staff members were killed on board commercial aircraft that crashed in the Democratic Republic of the Congo.

23. During the period under review, to enhance the Organization's capacity in promoting aviation risk management, the Department of Safety and Security, in cooperation with the International Civil Aviation Organization, established an aviation risk management unit to which staff members with relevant expertise were assigned. The Department aims to assist the United Nations security management system in applying a comprehensive approach to promoting safe air travel by United Nations personnel.

### 7. Road traffic accidents

24. In 2011, road traffic accidents killed 10 United Nations personnel and injured 141, compared to 16 killed and 147 injured in 2010. About 60 per cent of all road traffic incidents were associated with the use of official United Nations vehicles. In addition, 36 non-United Nations persons died in road traffic accidents involving United Nations vehicles in 15 countries, compared to the deaths of 33 such persons in 30 countries in 2010.

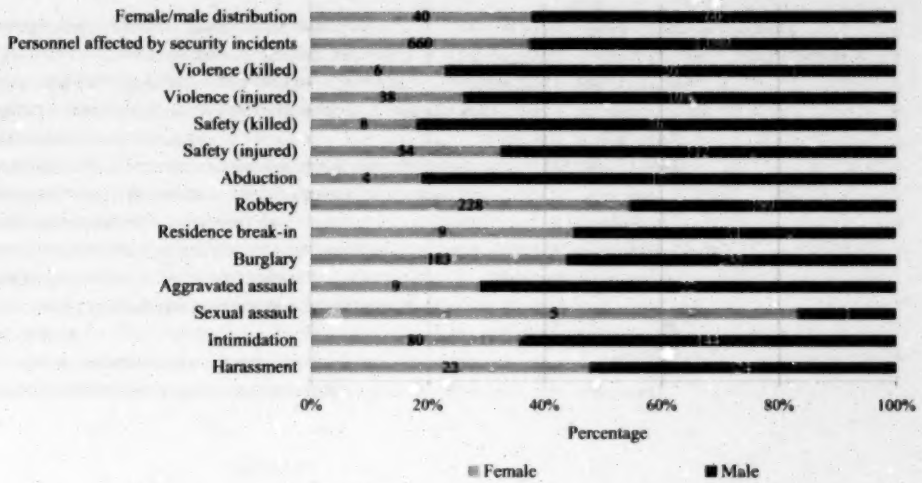
25. In response to the significant numbers of road traffic accident deaths and injuries, the Department's Training and Development Section launched a new road safety awareness campaign in February 2012. The campaign focussed on three key issues: speeding, driving under the influence and texting while driving.

### 8. Comparisons of significant security incidents by gender

26. In 2011, females comprised some 40 per cent of all United Nations personnel and almost 37.5 per cent of personnel affected by significant security incidents. Thus in 2011, as in 2010, female personnel were less affected by significant security incidents than male personnel. Of the 26 personnel killed by acts of violence, 20 (about 77 per cent) were men and six (about 23 per cent) were women. Of the 145 personnel injured by violence, 107 (about 74 per cent) were men and 38 (about 26 per cent) were women.

27. Female personnel were more affected by some types of incident. For example, female personnel comprised about 55 per cent of the total number affected by robberies and about 83 per cent of those affected by sexual assault. Figure V shows the number of female and male United Nations personnel affected by security incidents.

Figure V
**Female and male personnel affected by security incidents (2011)**



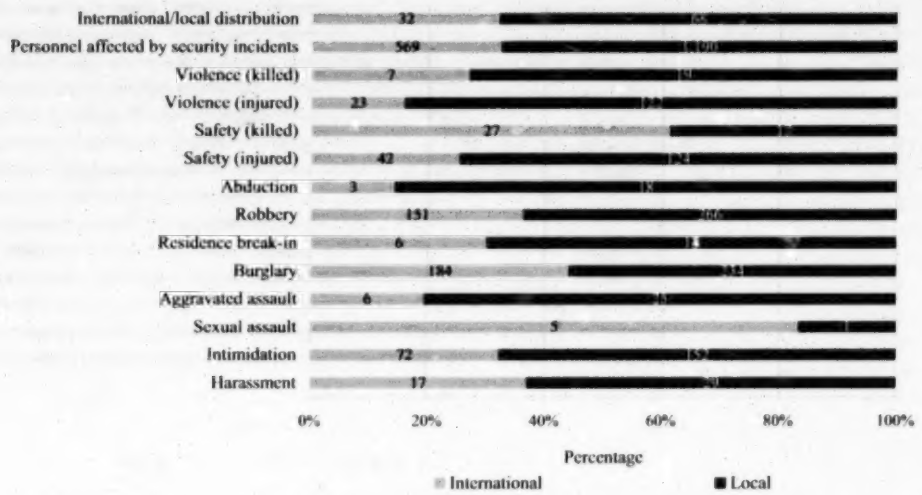

## 9. Comparisons of significant security incidents among international and locally recruited personnel

28. Out of 150,000 United Nations personnel, approximately 27 per cent[7] are internationally recruited and they suffered 32 per cent of significant security incidents in 2011. Approximately 73 per cent are locally recruited and they suffered 68 per cent of significant security incidents. Of the 1,759 civilian personnel affected by security incidents, 1,190 were locally recruited personnel while 569 were internationally recruited personnel. Thus in 2012, as in 2011, more locally recruited personnel were affected by security incidents than internationally recruited personnel.

29. In 2011, of the 26 United Nations personnel killed by violence, 7 were internationally recruited personnel while 19 were locally recruited personnel. Harassment, intimidation and arrest and detention had a greater impact on locally recruited personnel owing to their ties with local communities. The security of locally recruited personnel remains a priority for the United Nations system.

[7] As established in 2010.

Figure VI
**International and locally recruited personnel involved in security incidents (2011)**




## B. United Nations operations in high-risk environments

30. Under exceedingly challenging security conditions in 2011, United Nations personnel continued to carry out critical mandates and programmes in high-risk countries and areas. In those areas, from January 2010 to December 2011, armed conflicts, civil unrest and complex humanitarian emergencies posed increasing threats to United Nations personnel.

31. In 2011, there were 12 armed attacks on United Nations premises, 8 cases of invasion of United Nations premises and 25 cases of hijacking of United Nations vehicles. Most of these incidents took place in high-risk areas in Afghanistan, Libya, Somalia, the Sudan and Yemen.

## C. Significant security incidents in the first six months of 2012

32. In the first six months of 2012, seven United Nations personnel were killed and 42 were injured by violence. In the same period, 10 personnel died and 95 were injured in safety-related incidents. Of these, six were killed and 77 injured in road traffic incidents.

33. In the first six months of 2012, the United Nations faced an unprecedented increase in abductions of its personnel. During this period, 27 personnel were abducted. While all United Nations personnel were safely released, the abductions of 13 personnel were politically motivated and resulted in hostage situations. One hostage incident lasted two months.

## III. Respect for the human rights, privileges and immunities of United Nations and other personnel

34. The United Nations security management system is based on the fundamental principle that the host Government has the primary responsibility for the security and protection of United Nations personnel and their eligible family members and property, and the Organization's property.

35. The General Assembly, in paragraph 15 of its resolution 66/117, requested the Secretary-General to take the necessary measures to promote full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandate of a United Nations operation. The Assembly also requested the Secretary-General to seek the inclusion, in negotiations of headquarters and other mission agreements concerning United Nations and associated personnel, of the applicable conditions contained in the Convention on the Privileges and Immunities of the United Nations, the Convention on the Privileges and Immunities of the Specialized Agencies and the Convention on the Safety of United Nations and Associated Personnel. Since its entry into force on 19 August 2010, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel has been applicable in this regard.

36. In line with paragraph 16 of resolution 66/117, the Organization continues to seek the inclusion of key provisions of the Convention on the Safety of United Nations and Associated Personnel, including those concerning the prosecution or extradition of offenders, in existing status-of-forces, status-of-mission, host country and other related agreements between the United Nations and host countries.

37. Recently concluded status-of-forces and status-of-mission agreements, and those under negotiation by the United Nations, include references to the Convention on the Privileges and Immunities of the United Nations and the Convention on the Safety of United Nations and Associated Personnel.

38. Moreover, United Nations officials continued to discuss with Member States issues relating to the human rights, privileges and immunities and safety and security of United Nations personnel, and to seek their support in improving the operational environment for the United Nations.

## IV. Arrest and detention

39. In 2011, 195 United Nations personnel were detained or arrested, with locally recruited personnel accounting for 87 per cent. Out of all detention cases, 22 per cent (42 cases) were considered job-related as the personnel were detained in the course of, or in connection with, their official duties. Most cases were resolved and the detained personnel were released within hours, days or weeks. In four cases, the United Nations was denied access to the detainee and given no reasons for the arrest. The remaining 78 per cent (150) of the cases of arrest and detention were not job-related. In those cases, personnel were detained for alleged civil or criminal offences.

40. Earlier this year, the Department of Safety and Security, together with the Inter-Agency Security Management Network, established the United Nations security management system policy on arrest and detention, which entered into force on 14 April 2012.

# V. Strengthening the United Nations security management system

## A. Enhancing security collaboration between the United Nations and host Governments

41. Relations with host country authorities are fundamental for United Nations security management. During the reporting period, the Under-Secretary-General for Safety and Security continued to increase dialogue with the relevant authorities of Member States at the country level and at the United Nations Headquarters level to strengthen collaboration between host Governments and the United Nations on security matters. Areas of collaboration included security-related information-sharing, threat analysis, risk assessment, contingency planning and other aspects of security risk management, including protective measures for United Nations premises. At the strategic level, the Department continued to provide inputs on issues concerning the security of United Nations personnel to the Secretary-General for meetings with Member States.

42. Through increased interaction with Member States, the Under-Secretary-General for Safety and Security continued to provide information on steps taken and resources required for the strategic direction of the United Nations security management system, which focuses on enabling United Nations programme delivery through security risk management within a modern information and analysis-based multidimensional security management framework.

43. To enhance collaboration on holding accountable those responsible for threats and acts of violence against United Nations and associated personnel, the Under-Secretary-General for Safety and Security continued to hold meetings with the relevant authorities of Member States to impress upon them the need to investigate fully attacks on United Nations and associated personnel and to bring to justice the perpetrators of such acts. Notwithstanding high-level efforts to bring investigations into such attacks to a successful conclusion, there remained unresolved cases related to the arrest, prosecution and punishment of perpetrators of acts against United Nations personnel.

44. The Department continued to lead the efforts of the United Nations security management system to pursue a more holistic approach to collaboration with host Governments on security matters. A positive development in this regard was the establishment of a United Nations security management system policy outlining areas of collaboration between the United Nations and host Governments on the security and safety of United Nations personnel. In April 2012, the Organization promulgated the policy,[8] which requires regular reviews of host Government collaboration on the security of the United Nations. The policy is intended to assist United Nations designated officials for security, security management teams and security professionals in maintaining close liaison with host Government authorities, building an effective information-sharing mechanism and jointly analysing the security threats against the United Nations.

[8] All United Nations security management system policies are applicable to all organizations participating in the system.

## B. Refining the United Nations security management system

45. The United Nations security management system continued its efforts to put into action the fundamental shift in mindset from "when to leave" to "how to stay" and to deliver programmes and carry out activities even in high-risk areas.[9] Since 2009, the Department and the organizations of the security management system have adopted a security risk management approach that aims, through security mitigating measures, to enable United Nations programmes to go forward even in increasingly dangerous environments.

46. Based on the "how to stay" approach to security management, the Organization further enhanced the security management system through continued cooperation and collaboration between all members of the Inter-Agency Security Management Network under the leadership of the Under-Secretary-General for Safety and Security.

### 1. Developments in the security risk management framework

47. Following the introduction of the security level system in January 2011, the Organization continued to take measures to improve its security risk management tools. An inter-agency working group under the auspices of the Inter-Agency Security Management Network is undertaking measures to improve the methodology for security risk management, including streamlining elements in the process such as the security risk assessment. The working group is developing a computer-based tool to enable the United Nations security management system to track key variables to support security management decisions. United Nations security professionals will soon pilot this computer-based tool. Following the initial pilot testing, the security management system will share information and increase cooperation regarding the use of this tool with Member States, in a similar manner as was done when the security level system was introduced.

### 2. Road safety initiatives

48. During the reporting period, the Department, in cooperation with United Nations system organizations, continued to take various initiatives to promote road safety for United Nations personnel in line with paragraph 23 of General Assembly resolution 66/117. These efforts included increased training and policy measures aimed at reducing road accidents. To increase awareness among United Nations personnel on road safety, the Department launched a web-based video campaign on road safety, supported by a descriptive brochure that is available for all United Nations personnel. The Organization remains conscious of the importance of road safety in carrying out United Nations humanitarian operations and preventing casualties among civilians and United Nations and associated personnel. The initial road safety awareness campaign will be followed up by further production of materials aimed at maintaining awareness and reducing road traffic accidents.

49. Meanwhile, the Department of Safety and Security continued to collect and analyse information and reports on road safety incidents, including civilian casualties resulting from road accidents involving United Nations personnel. To ensure compliance with the first United Nations common road safety policy, approved in

[9] See document CEB/2009/HLCM/18 of the Chief Executives Board for Coordination.

2011, the Department distributed the policy across the United Nations system, to executive heads, designated officials and United Nations security professionals in all duty stations.

### 3. Measures to improve the safety and security of locally recruited personnel

50. The safety and security of locally recruited personnel remained an important issue for the United Nations security management system. During crises that took place in the reporting period, the United Nations security management system demonstrated its adherence to fulfilling its "duty of care" by supporting locally recruited personnel. Designated officials, in consultation with security management teams, identified relocation options for locally recruited personnel and their eligible family members when necessary. In addition, the security management system continued to take additional security measures to protect locally recruited personnel, especially in crisis events, including the provision of vital and sustainable communication links, salary advances, alternate work modalities, critical incident stress counselling and security training. The security management system took additional efforts to ensure the mainstreaming of consideration for locally recruited personnel in all its security and safety policies.

### 4. Measures to improve the safety and security of female personnel

51. During the reporting period, the United Nations security management system continued to make efforts to address security concerns faced by female personnel. In addition to ongoing training and awareness-raising activities, efforts were taken to mainstream gender considerations in all security management policy development and deliberations. The Department has made available to all United Nations personnel, through a website, a comprehensive learning package targeting both genders, called the "Women's security awareness programme".

### 5. Other United Nations security management system developments

52. Noting the recommendations made by the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide in 2008 and the results of the management review of the Department in August 2009, the Department and its partners in the United Nations security management system took additional measures to enable the conduct of United Nations mandated programmes, even in highly challenging security situations. These measures included addressing any policy and operational deficiencies in the security management system; designing a new, stronger, more dynamic and proactive security and risk management architecture; ensuring that the safety and security of United Nations personnel is an integral part of programme planning at all levels; acting collectively to implement a comprehensive plan for a strengthened and enhanced system-wide security management system; and mainstreaming security at all levels of United Nations system activities.

## C. Significant new developments in the United Nations security management system

53. The Department of Safety and Security continues to face increased demands for its services to enable United Nations operations. During the period under review,

with the establishment of the International Residual Mechanism for Criminal Tribunals,[10] the Department, in cooperation with relevant United Nations system organizations, assumed additional responsibility in managing the security and safety programmes for the premises of the Mechanism through the Department's Division of Headquarters Security and Safety Services.

# VI. Contributions of the Department of Safety and Security to the security of personnel and main achievements

54. Building on its achievements to date, the Department continued to enhance its field support, policies, recruitment, training and information gathering and analysis.

55. The United Nations security management system made positive developments towards achieving the aim of building a modern information-based security management system. The application of information technology, the reinforcement of analytical capacity and the refinement of security risk management tools have all been key to promoting an organizational culture of effective security management and awareness among United Nations personnel at all levels.

## A. Field support

56. The Department continued to support the field by increasing the protection available at premises where United Nations personnel work and live, including by conducting reviews of security systems and making recommendations to enhance protection of facilities and residences of United Nations personnel in high-risk locations.

57. To ensure compliance with existing policies and identify any policy or operational gaps in security management, the Department continued to develop a broader evaluation process to assess the effectiveness of the United Nations security management system in field locations in an integrated manner. During the reporting period, the Department conducted seven compliance missions. The compliance teams visited and evaluated the security arrangements at 254 premises of member organizations of the security management system. The compliance teams issued 72 recommendations on strengthening the security preparedness of the duty stations visited.

58. The reporting period saw an increased demand for the Department's security management support in response to complex humanitarian emergencies in various regions of the world. This included support for complex United Nations operations in Côte d'Ivoire, Libya and the Syrian Arab Republic as well as crisis management operations in Afghanistan and Nigeria. The Department undertook an integrated surge deployment of its operational security personnel and uniformed security personnel from headquarters locations, who assumed responsibilities outside their normal scope of duties.

[10] The Security Council, by its resolution 1966 (2010), established the International Residual Mechanism for Criminal Tribunals to carry out the residual functions of the international tribunals for the former Yugoslavia and Rwanda.

59. The Department provided well-coordinated security support to complex human rights commissions of inquiry on Libya and the Syrian Arab Republic. In addition, the Department provided security assets to support the field visits of a number of human rights working groups, special rapporteurs and independent experts across the world.

60. During the reporting period, no serious incident occurred at United Nations headquarters locations despite continuous and increased threats to these high-profile locations. This was largely due to effective preventive measures undertaken by the United Nations uniformed security services, continuous risk management, robust physical security and access control measures and contingency planning for crisis management. The Department of Safety and Security continues to design security programmes to enable programmes and activities, including intergovernmental meetings, international conferences and other events sponsored by the United Nations system, to be conducted within and outside these locations. The Department organized 689 close protection operations to enable senior officials and other relevant personnel to carry out their functions to achieve United Nations system mandated activities, including humanitarian programmes in high-risk areas.

61. To promote the well-being of United Nations personnel in crisis settings, the Department, through its Critical Incident Stress Management Unit, continued to provide critical incident stress management support to United Nations personnel in crisis events and emergencies. This effort aims to enhance the Organization's operational capacity and preparedness. During the Abuja crisis incident, the Department, the United Nations medical emergency response team and the Secretariat's emergency preparedness and response team operated together for the first time. Subsequently, the working group of the Inter-Agency Security Management Network on critical incident stress management held consultations on the experience from the Abuja incident and agreed to improve the operating standards for critical incident stress prevention and management.

62. During the period under review, the Department provided psychosocial services to 23,025 United Nations personnel, including 8,795 United Nations individuals who received counselling services and 11,899 who received training in stress management. Ninety-one new mental health professionals were certified and 232 personnel trained as peer helpers to strengthen the critical incident intervention cells in nine countries. Following the Abuja bombing, the Department provided counselling for 822 personnel. The Department continues to provide critical incident counselling services to personnel working in high-risk locations.

## B. Policies and guidelines

63. The Department of Safety and Security continued its ongoing efforts to support the United Nations security management system in developing sound security policies that are multi-dimensional, in line with its strategic aim. During the reporting period, the Department facilitated the development of key policies aimed at improving the safety and security of United Nations personnel, including policies on relations with the host country, arrest and detention, close protection, hostage-taking and fire safety.

64. In addition, following the attack on the United Nations common premises in Abuja, the United Nations system organizations agreed that there was a need to

establish a policy for the security management system to conduct inter-agency fact-finding assessments when needed, similar to the boards of inquiry constituted by the Departments of Peacekeeping Operations and Field Support following the attack on the United Nations compound in Mazar-i-Sharif, Afghanistan, on 1 April 2011 and the attack on the Bakhtar guesthouse in Kabul on 28 October 2009.

65. Following inter-agency consultations on convening a board of inquiry for the Abuja incident, the Department of Safety and Security, in consultation with the Departments of Peacekeeping Operations and Field Support and other participants in the United Nations security management system, developed a policy for the security management system on boards of inquiry. The Inter-Agency Security Management Network approved the submission of the proposed policy for consideration by the High-level Committee on Management of the Chief Executives Board for Coordination. The policy provides the means by which the security management system may establish an inter-agency board of inquiry to deal with the aftermath of serious security incidents.

66. In view of the need to develop a common policy for securing United Nations premises worldwide, the organizations of the United Nations system undertook an extensive global review of the vulnerability and security of existing United Nations premises during the period under review. In June 2012, the Inter-Agency Security Management Network approved the policy of the United Nations security management system on the security of United Nations premises, to be submitted for consideration and approval by the High-level Committee on Management in September 2012.

67. To enhance awareness and ensure the uniform application of and compliance with established and standardized safety and security policies, the Department continues to make available, through its web portal, up-to-date information on security-related policies and guidelines.

## C. Recruitment

68. Building on the recommendations of the 2009 management review and taking into consideration the continuous review of its staffing, and pursuant to General Assembly resolution 66/246, the Department continued to make efforts to achieve its goals of strengthening the management and professionalism of its personnel by strengthening the complex management of responsibilities of its chief security advisers in high-risk locations and the oversight of critical substantive areas of the Department at Headquarters, including the Compliance Section of its Policy, Planning and Coordination Unit and the Threat and Risk Assessment Unit. Moreover, the Department enhanced its training services in Nairobi and its support to field operations with the deployment of additional personnel to bring training service providers closer to field operations, particularly in Africa and the Middle East.

69. The Department strengthened its five security information and operations centres in the field with the establishment of 10 locally recruited positions.

70. The Department was able, through reprioritizing, to use an increased number of entry-level positions to attract young professionals with diverse skill sets and improve geographic diversity and gender balance.

## D. Training

71. The Department continued to place emphasis on the delivery of training aimed at improving security skills and security awareness. In accordance with General Assembly resolution 66/117, the Department focused in particular on three target groups: United Nations security professionals, managers with security responsibilities and United Nations personnel.

72. The Organization updated the United Nations security awareness online training course, "Basic security in the field", and launched the revised version on United Nations system websites in November 2011. The revised version will soon be translated into all United Nations official languages.

73. The Department of Safety and Security, in cooperation with its partners in the United Nations security management system, continues to revise its practical security awareness programme, "Safe and secure approaches to field environments", and to make it available in a greater number of field duty stations. To date, the Department has successfully conducted the training programme in 32 high-risk locations worldwide. Moreover, the Department extended this initiative to eligible family members of United Nations personnel and has so far given the training to more than 120 eligible family members. In total, more than 19,000 United Nations personnel have completed the training programme, including 1,500 during the first six months of 2012.

74. Moreover, the Department reviewed its training capacity to promote cost-effective training practices that reach wider geographical areas. It has created a training strategy based on competency-based learning that combines traditional learning programmes and web-based distance learning to facilitate greater access to learning materials. In addition, the Department is developing a training-of-trainers programme to extend the outreach to target audiences across the United Nations system.

75. Notable progress may be measured in the number of United Nations personnel who have undergone the revised "Basic security in the field" training. To date, 85,123 United Nations personnel have completed the course since its launch in November 2011. In 2011, the number of United Nations personnel using the training course on a given day reached its peak at more than 900. Up to 74,838 United Nations staff members have completed advanced security in the field training.

## E. Information gathering and analysis

76. Through greater use of geographic information systems and data collection, and building on its expanded network of analysts globally, the Department improved its ability to conduct vital analyses of security situations, aiming to provide security advice more effectively to a wider range of stakeholders and enhance its collaboration with its implementing partners.

77. In addition to the use of various interactive geographical information systems, the Department developed computer-based briefing notes designed to display information concerning the country or geographical areas in which the United Nations

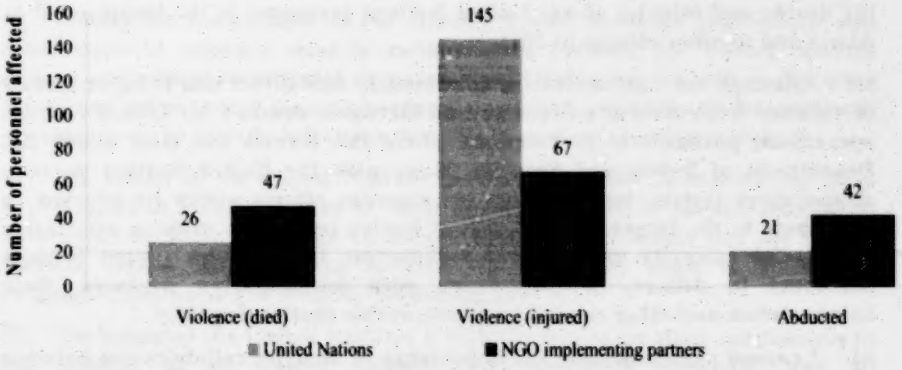
system is present. Using information technology, the Department has collected geographical information on some 6,000 United Nations system office locations.[11]

78. Following the establishment of a policy on security clearances and a streamlined, user-friendly computer-based system to facilitate the process of obtaining security clearances for the official travel of United Nations personnel, the Department processed 2 million security clearances, averaging 5,500 per day.

## VII. Security collaboration between the United Nations and non-governmental organizations

79. Information received by the Department shows that personnel of non-governmental organizations continued to face unabated security challenges in 2011. Although reporting on incidents affecting non-governmental organizations in general is not standardized, the information received from non-governmental implementing partners[12] shows that, from 1 January 2011 to 30 June 2012, 47 personnel of implementing partners were killed and 67 injured by violence, and 42 were abducted (see figure VII). These numbers are similar to those for the previous reporting period. Annex IV provides details about personnel of non-governmental implementing partners affected by significant security incidents.

Figure VII
**United Nations versus non-governmental organization implementing partner personnel affected by significant security incidents (1 January 2011-30 June 2012)**




80. During the reporting period, the Department continued to build on the progress achieved in the "Saving Lives Together" framework, which supports United Nations security collaboration with non-governmental implementing partners. With the aim of developing an inclusive mechanism for the governance of the framework, United

[11] In this context, "office location" refers to the use of an individual office or facility by an organization of the United Nations common system. Accordingly, a single building may count as more than one office location if it is used by several such organizations.

[12] An implementing partner is defined as a non-governmental organization that has entered into an agreement with a United Nations system organization to implement a particular project or programme.

Nations system stakeholders[13] agreed to form the Saving Lives Together Oversight Committee to manage and guide the Saving Lives Together initiative. The Committee has the overarching objective of maintaining a systematic approach to implementing "Saving Lives Together" measures with clearly defined and shared responsibilities between the United Nations system and non-governmental partners. The Inter-Agency Security Management Network recently endorsed the terms of reference for the Oversight Committee, with some members of the Network participating in the Committee as well as non-governmental members including the InterAction Security Advisory Group, the International Council of Voluntary Agencies, the Steering Committee for Humanitarian Response and a network dedicated exclusively to security management, the European Interagency Security Forum.

## VIII. Observations and recommendations

81. **The tragic event in Abuja in 2011 was a stark reminder of the increasingly challenging security environment in which the United Nations and the humanitarian community operate.**

82. **Amidst unabated threats towards the United Nations, I am deeply concerned about the marked increase in the number of United Nations and humanitarian personnel affected by security incidents. I am greatly distressed by the death of 70 and the injury of 311 United Nations personnel in 2011. I am distressed by the notable rise in the number of deaths of other humanitarian relief personnel affected by acts of violence. I remain profoundly saddened by the deaths and injuries of our United Nations personnel in the tragic event in Abuja and in other attacks in 2011.**

83. **Although the United Nations continues to face direct and indirect threats of violence from diverse sources and an increased demand for United Nations operations, particularly in locations where the threats are most acute, the Department of Safety and Security, along with the United Nations security management system, will continue the vigorous efforts within its purview to contribute to the Organization's goal of having in place a modern, responsive and flexible security management architecture that enables United Nations personnel to deliver, in cooperation with humanitarian partners, their humanitarian and other related mandates in this challenging time.**

84. **I cannot overemphasize the importance of security collaboration between the United Nations system and host countries in contingency planning, information sharing and risk assessment, as a strategic priority of the United Nations security management system.**

85. **I wish to reiterate that security management, which is essential to the conduct of United Nations programmes, particularly those addressing the humanitarian consequences of crisis situations in various parts of the world, is a collective responsibility. It requires joint multidimensional efforts by the**

[13] In this context, United Nations stakeholders include the Department of Safety and Security, the Office for the Coordination of Humanitarian Affairs, the United Nations Children's Fund, the Office of the United Nations High Commissioner for Refugees and the World Food Programme.

**United Nations and its partners, including host Governments, Member States, humanitarian partners and other non-governmental implementing partners.**

86. **While the United Nations, in cooperation with the humanitarian community, will continue to intensify efforts to refine the Organization's security management system, the support and acceptance of host Governments, local authorities and the population remains the first line of defence in the protection of United Nations and associated personnel. I urge all Member States to take concrete steps at the national, regional and international levels to ensure, through their individual and collective actions, the safety and security of United Nations personnel.**

87. **I wish to underline that security management and the protection of the United Nations is inextricably linked with the public perception of the United Nations system and its mandated activities. The public view of the United Nations has a direct impact on the safety and security of the personnel assigned to fulfil its mandates worldwide.**

88. **I call upon Member States to continue observing the internationally agreed principles on the protection of United Nations personnel. I request all Member States that have not already done so to ratify or accede to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel.**

89. **I urge Member States to continue to facilitate administrative, visa and customs procedures for United Nations personnel and programmes, particularly for humanitarian emergencies and in high-threat environments.**

90. **Noting the importance of the "Saving Lives Together" framework and other steps to improve security collaboration between the United Nations system and non-governmental organizations, I reiterate my call to Member States and other United Nations partners, including regional and international organizations, to provide full support to this important security initiative.**

91. **On behalf of all United Nations personnel, I wish to express my deep appreciation to Member States for their ongoing support of the Department of Safety and Security, and I am optimistic that Member States and the United Nations system will continue to take the necessary steps to strengthen pragmatic approaches to security management.**

92. **On behalf of the United Nations, I wish to express my deep condolences to the families of all United Nations and associated personnel, and all humanitarian personnel, who have lost their lives in the line of duty. I highly commend those who continue to work in challenging and dangerous conditions.**

93. **I wish to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations and associated personnel and continue its support to the United Nations security management system.**

# Annex I

## United Nations civilian personnel affected by security incidents from 1 January to 31 December 2011

| *Category of security incident* | *Number of personnel affected* | *Internationally recruited personnel* | *Locally recruited personnel* | *Male personnel* | *Female personnel* | *Number of countries* | *Circumstances of security incidents* |
|---|---|---|---|---|---|---|---|
| Loss of life as a result of acts of violence | 26 | 7 | 19 | 20 | 6 | 9 | Armed conflict (3), terrorism (13), crime (7), civil unrest (3) |
| Loss of life as a result of safety-related incidents | 44 | 27 | 17 | 36 | 8 | 15 | Aviation accident (31), road traffic accident (10), occupational safety accident (3) |
| Injury as a result of acts of violence | 145 | 23 | 122 | 107 | 38 | 37 | Armed conflict (1), terrorism (89), crime (51), civil unrest (4) |
| Injury as a result of safety-related incidents | 166 | 42 | 124 | 112 | 54 | 55 | Road traffic accident (141), occupational safety accident (25) |
| Abduction[a] of personnel | 21 | 3 | 18 | 17 | 4 | 14 | |
| Robbery[b] of personnel | 417 | 151 | 266 | 189 | 228 | 72 | |
| Residence break-in[c] | 20 | 6 | 14 | 11 | 9 | 14 | |
| Aggravated assault[d] of personnel | 31 | 6 | 25 | 22 | 9 | 14 | |
| Sexual assault of personnel | 6 | 5 | 1 | 1 | 5 | 5 | |
| Burglary[e] of residence | 418 | 184 | 234 | 235 | 183 | 87 | |
| Intimidation[f] of personnel | 224 | 72 | 152 | 144 | 80 | 49 | |
| Harassment[g] of personnel | 46 | 17 | 29 | 24 | 22 | 26 | |
| Arrest[h] and detention of personnel | 195 | 26 | 169 | 181 | 14 | 44 | |
| **Total** | **1 759** | **569** | **1 190** | **1 099** | **660** | | |

[a] Act of restraint through the use or threat of force or through fraudulent persuasion, including hostage taking involving demands as conditions for liberation, executed by non-State actors.

[b] Act or instance of unlawfully taking property by the use of violence or threat of violence.

[c] Unauthorized and forceful entry with intent to commit felony or crime aggravated by use of force and/or physical assault.

[d] Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.

[e] Unauthorized and forceful entry with intent to commit felony or crime.

[f] Act of making a person timid or fearful or of deterring by threats.

[g] Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose causing substantial emotional distress.

[h] Acts executed by state actors.

## Annex II

### Number of United Nations civilian personnel affected by security incidents in 2009, 2010 and 2011

| *Category of security incident* | *2009* | *2010* | *2011* |
|---|---|---|---|
| Loss of life as a result of acts of violence | 31 | 5 | 26 |
| Loss of life as a result of safety-related incidents | 14 | 19 | 44 |
| Injury as a result of acts of violence | 110 | 68 | 145 |
| Injury as a result of safety-related incidents | 80 | 164 | 166 |
| Abduction of personnel | 22 | 12 | 21 |
| Robbery of personnel | 254 | 239 | 417 |
| Residence break-in | 26 | 35 | 20 |
| Aggravated assault of personnel | 72 | 64 | 31 |
| Sexual assault of personnel | – | 9 | 5 |
| Burglary of residence of personnel | 436 | 385 | 418 |
| Intimidation of personnel | 249 | 210 | 224 |
| Harassment of personnel | 29 | 17 | 46 |
| Arrest and detention of personnel | 163 | 211 | 195 |
| **Total** | **1 486** | **1 438** | **1 759** |

## Annex III

### Number of United Nations civilian personnel affected by security incidents in the first six months of 2009, 2010 and 2011

| *Category of security incident* | *First six months of 2010* | *First six months of 2011* | *First six months of 2012* |
|---|---|---|---|
| Loss of life as a result of acts of violence | 4 | 9 | 7 |
| Loss of life as a result of safety-related incidents | 6 | 33 | 10 |
| Injury as a result of acts of violence | 32 | 46 | 42 |
| Injury as a result of safety-related incidents | 60 | 73 | 95 |
| Abduction of personnel | 7 | 14 | 25 |
| Robbery of personnel | 161 | 204 | 257 |
| Residence break-in | 13 | 19 | 12 |
| Aggravated assault of personnel | 47 | 17 | 20 |
| Sexual assault of personnel | 6 | 7 | 2 |
| Burglary of residence of personnel | 240 | 234 | 279 |
| Intimidation of personnel | 170 | 135 | 134 |
| Harassment of personnel | 7 | 8 | 34 |
| Arrest and detention of personnel | 112 | 118 | 186 |
| **Total number of United Nations civilian personnel affected** | **865** | **917** | **1 103** |

## Annex IV

### Critical security incidents affecting personnel of non-governmental implementing partners of the United Nations in the period from 1 January 2010 to 30 June 2011 (as reported to the Department of Safety and Security)

| *Category of security incident* | *Number of personnel affected* |
|---|---|
| Loss of life as a result of acts of violence | 47 |
| Injuries as a result of acts of violence | 67 |
| Abduction of personnel | 42 |
| **Total** | **156** |